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Report of the Committee of the Police Council on Higher Police Training



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*In the place of Mr. B. N. Bebbington, O.B.E., who was originally appointed to the Committee.

†Mr. Trevelyan became Secretary of the Committee in the place of Mr. Taylor on 5th December, 1961.

**REPORT OF THE COMMITTEE OF THE POLICE COUNCIL
APPOINTED TO EXAMINE AND REPORT UPON PROPOSALS
FOR CERTAIN CHANGES IN THE PROVISION FOR HIGHER
TRAINING AT THE POLICE COLLEGE**

To The Rt. Hon. R. A. Butler, C.H., M.P.,
Secretary of State for the Home Department.

SIR,

We were appointed, as a Committee of the Police Council, by your Warrant of 20th July, 1961, to examine and report upon higher police training, other than the matters such as the accommodation at the Police College and the content of the training for which the College authorities are responsible, upon the assumptions approved by the Police Council on 28th June, 1961. The aspects of higher training which we were asked to examine are summarised in the White Paper on Police Training in England and Wales (Cmd. 1450) that you presented to Parliament in August, 1961. The assumptions that were approved by the Police Council were:—

- (i) that priority in planning should be given to the constables' course, with a view to starting the first course at the earliest possible date;
- (ii) that the present "B" and "C" courses at the College would lapse, and that 50-60 students should attend the constables' course and 30-40 should attend the staff course; but
- (iii) that the possibility of starting with an experimental constables' course of fewer than 50-60 students should not be ruled out; and
- (iv) that the period of training (including outside training away from the College) should be twelve months for the constables' course, and six months for the staff course.

We have accordingly begun our work by examining the proposal to set up a special course for constables at the College. At the same time the College authorities have been considering the content of the training to be given on the course and how far it could be accommodated at the College, together with the existing "A" course and the proposed senior staff course.

2. We have the honour to submit now our first report which is concerned in the main with setting up the special course at the College. This report will require to be considered in the light of conclusions reached by the College authorities on other aspects of the course.

Importance of Selection

3. The most important point that has arisen during our examination of the proposed course has been the method of selection of students for it. We are agreed that the method used must both be efficient and have the confidence of the service. A grave disservice will be done to the course, the College, and the service at large if officers who are selected for the course and who take it successfully do not subsequently justify the confidence shown in them. On the other hand it must be accepted on all sides that the method of selection is fair and that all constables who desire it have an equal chance to show whether they have the potential to become future leaders.



We consider that it should be made abundantly clear that entry to this course will not be by way of posting or nomination but that it will be for the constable to decide to put his name forward, probably at the time that he puts in an application to sit the qualifying examination in police subjects for promotion to sergeant, for consideration by the selection authority. We have considered whether selection should be by marks obtained in an examination or examinations; by single interviews of the conventional type before a selection board; by extended interviews of the type used by the Prison Commission and the armed forces for selection for various advanced courses; or by some combination of these systems. *We agree* that it is right that an officer who puts himself forward for consideration for a place on the course should have demonstrated that he possesses at least a minimum academic ability. This ability should be demonstrated in general as well as in police subjects. We consider that the qualifying examination for promotion from constable to sergeant provides a method that is open to all on equal terms of demonstrating this. Moreover, it is a method in the fairness and impartiality of which the service has full confidence.

Examination in educational subjects

4. We consider that the marks obtained in the examination in educational subjects should not, however, be used as an ingredient of a final mark upon which selection would depend. Results in the examination in educational subjects may reflect the type and length of education that an officer received before joining the service rather than his ability, already displayed or potential, as a policeman; and he may have qualified in these subjects several years previously. All that is required is that he should demonstrate his attainment of the general educational level required for the educational subjects examination. *We recommend* accordingly that before he may be considered for selection a candidate must have passed the police promotion examination in educational subjects but that his marks should not form part of a mark used for final selection.

Examination in police subjects

5. We do not consider that the same considerations apply to the promotion examinations in police subjects. The leaders of the service must among other qualities have a sound theoretical as well as a practical mastery of police procedure and the general law as it affects police work. The qualifying examination in police subjects for promotion from constable to sergeant, the syllabus for which has recently been revised to afford a better comparison of the all-round knowledge of candidates, provides a fair basis for comparison between candidates as regards some essential aspects of their present professional knowledge and their potential in a field that is directly relevant to their future careers.

Selection by examination marks

6. The first possible method that we considered was the selection of students on the basis of their order of merit in the police subjects examination, possibly subject to their appearing before a selection board whose function would be limited to failing any candidates who were manifestly unsuitable for the course, and to a certificate from their chief constables that they were fit for promotion or were suitable for admission to the course. This method has the merits of simplicity, of manifest fairness, of virtual absence of grounds for dispute, and of being an easily understood method for which an aspiring student may prepare himself beforehand. But

experience in other fields has shown that it might be unwise to rely solely on marks for the purpose of selecting those with potentialities for further promotion later. If the number of students selected in this way who did not live up to the promise of their examination results were large the best use would not be made of the new course and its main purpose would not be fulfilled.

Selection by interview board

7. The second method would be to require candidates for the junior course to appear for a single interview before a selection board. This is the conventional selection board procedure, and if it were used it would be necessary to set up some machinery for producing a short list of the candidates who would have the opportunity of appearing before it. We consider that the results in the qualifying examination in police subjects would provide a reasonably fair and acceptable basis for producing a short list and that it would be an unnecessary complication to look elsewhere. Selection from among the short-listed candidates might be solely on the assessment of them by the selection board or by adding marks awarded by the board to those gained in the qualifying examination and then placing the candidates in order of merit from the combined totals. Experience has shown, however, that interviews of this traditional type are often ineffective in selecting the best candidates, especially for officer posts in a service. In an interview of this sort a candidate with a facile manner may make a better impression than a candidate of a quieter disposition although the latter may possess a better potential as a future leader, and this may not become apparent to the board during the course of one short interview. We feel that selection by a procedure of this type would be viewed with mistrust in the service and should not be used.

Selection by extended interview

8. The third method would be to assess candidates (selected by their marks in the examination for promotion to sergeant in police subjects), by the extended interview system. Under this system the candidates, over a period of 2-3 days, take part in a number of group tests designed to reveal qualities that will be important in future leaders in the service and are observed by the full group of selectors. The candidates also have long individual interviews with the different selectors in which misleading first impressions can be removed. Final assessments are made by the selectors as a body after discussing their individual reports on each candidate. Under this method it would be possible to have more than one group of selectors observing different candidates simultaneously without real danger of there being wide discrepancies in the standards being applied. It would still be necessary to produce a short list from whom those eventually successful would be selected and, as under the second method, we feel that the qualifying examination in police subjects would provide a fair and acceptable machinery for this. The assessments of the groups of selectors could be expressed in terms of marks and could constitute the final selection process, or could take the form of recommendations to a final selection board, which would then have so much information before it that it would need to interview candidates only in cases of real doubt. Selection by the third method has been used with success in a number of services, notably by the Prison Commission, for selection of prison officers for a staff course designed to lead to promotion to Assistant Governor Class II, and for selection for appointments and training courses in the civil service and the armed forces, and we are informed that it has gained the support and confidence of all ranks in the services concerned.

So far as we are aware, however, it has not previously been used in the police service and it follows that we have no positive evidence to show that it would be inherently more effective than the first method in selecting officers of the greatest potentialities. We feel that at least in the early years there might be some scepticism in the service about selection by extended interview and that men passing with very high marks in the qualifying examination might feel they had a justified grievance if they were rejected on the results of an extended interview.

Recommended method of selection

9. We have kept in mind that the special course is itself a new development and therefore bound to be largely experimental, and therefore the method adopted for selection should also be regarded as experimental and should be reviewed as soon as experience of its operation in practice is available. Subject to this we *recommend* that in the first instance approximately half of those selected centrally for the course should be accepted solely on the marks obtained in the qualifying examination in police subjects for promotion from constable to sergeant, subject to endorsement by their Chief Constable, and the remainder should be selected from amongst those next on the examination result list, but on the basis of tests of the extended interview type, subject to scrutiny of the results by a final selection board. If a candidate qualifying by reason of his high place in the examination list is not endorsed by his Chief Constable, he should be given the opportunity of joining those who will compete by way of the extended interview. We have been informed, however, that the current increase in the numbers of the candidates sitting the examination in police subjects may result in groups of candidates obtaining the same marks at the dividing point and so make it impossible to have a full intake selected in two equal halves in the way we have described. We do not think that this is likely to be a serious problem, however, and consider that the Examinations Board should be given a discretion to adjust the proportions of the intake if this situation should arise.

Extended interview procedure

10. We have considered the form that the extended interview procedure should take. *We are agreed* that the purpose of the procedure should be to arrive at general assessments of the candidates without giving undue weight to any particular aspect unless in itself it shows clearly that a candidate is likely to be unsuitable. A successful candidate should possess a balance of basic qualities. We do not consider that it falls to us to list these qualities, but a sub-committee has assisted us by setting out in general terms the qualities required for ranks above sergeant. The sub-committee's report, including three additions suggested by the committee, is attached for information in the Appendix to this report. We agree with the sub-committee's list of qualities and *recommend* that its report should be available for guidance to the body finally made responsible for the organisation and oversight of the selection machinery. We suggest that selection teams should each consist of a chairman and two other members. We believe that the number of candidates involved will make it necessary for two such teams to sit simultaneously. We consider that in that event they should share the same building and have joint meetings when making the final assessments, and that there should be a director to co-ordinate their work. *We recommend* that the chairmen of the teams should be senior police officers preferably not less than Assistant Chief Constable in rank, but regard it as essential that they should be selected for their personal qualities rather than on account of rank or seniority. We regard it as important that there should be more than one

member in each group with first-hand experience of the police service and the responsibility of its higher ranks. *We recommend*, therefore, that the second members also be senior police officers. We consider that there would be great advantage in their being accustomed to assessing candidates and suggest that senior members or ex-members of the staff at the Police College, such as the Directors of Studies, or other senior officers with comparable experience, should be appointed. *We recommend* that the third members should be independent persons experienced in testing by the extended interview method.

We recommend that if the appointment of a director is necessary he should be a senior police officer, preferably senior to the chairman of the teams, but that in order to redress the balance between service and outside representation it should be open to the selection authority if it thinks fit to appoint an independent person, if possible experienced in extended interview tests, as assessor to assist the director.

We wish to emphasize that in all cases the appointments should be made with a view primarily to appointing suitable persons for this very specialised and exacting task rather than as a matter of finding people of a particular rank.

Final Selection Board

11. We have also considered whether a final selection board should be appointed to be responsible for making the final decisions following recommendations of staff responsible for the extended interviews. We consider that particularly in the infancy of the course it would make for increased confidence in the service in this method of selection. The Board would have to be acceptable to the service as a whole. We envisage that only in exceptional cases would it wish to depart from the selectors' recommendations and that it would not ordinarily require candidates to appear before it, but the board would constitute a final authority which would be able to maintain a continuous oversight of the selection methods and the way they were operated. We accordingly *recommend* that a final selection board which should be responsible for the final decision in these cases should be representative of all ranks in the service and that one of H.M. Inspectors of Constabulary should be chairman. It should be appointed by the selection authority and it should be responsible not for imposing a minimum pass standard for admission to the course or a common standard as between different years, but for ensuring that the selection methods decided upon are properly directed toward picking out the best of those offering themselves on any one occasion to fill a predetermined number of places.

Our recommendations about machinery for the extended interview procedure and a final selection board, like our recommendations about the method of selection to be used, should be regarded as a beginning only and subject to alteration in the light of experience of their operation.

Selection authority

12. If our recommendation about the method of selection is accepted, it will be necessary to have a body which can supervise and control the working of the arrangements and decide the points of an administrative nature that will arise. It is important that this body as well as the method itself should have the confidence of the service. The Police Examinations Board already supervise the working of the centralised promotion examination system, including the selection of the police officers invited to set and mark the police subjects papers, and would in our view be a proper body to supervise the selection arrangements for the special course, including

the appointment of groups of selectors for the extended interview tests and the members of a final selection board. The Board have won the confidence of the service in the fairness and impartiality with which the qualifying examinations are organised generally and, being representative of all sides of the service, should also be an acceptable body to decide the points of policy that will arise. The Board have been approached informally about this proposal and we are glad to know that they have indicated that they see no objection to assuming this new responsibility if invited to do so. *We recommend*, therefore, that the functions of the Police Examinations Board should be extended to include the supervision of the arrangements for selecting students for the course.

Examination cycle

13. Upon the assumption that the course will be held annually and will last approximately twelve months, selection from the candidates who sit the centralised promotion examinations will have to be made from among those passing the examinations in February and November each year. If the calendar year is used as the basis for selection a candidate who sat the February examination could not be considered for final selection for the special course until the results of the November examinations were known which might be in April or May of the following year—i.e., a wait of some fourteen months. If the cycle is reversed, however, and selection is based on the results of the November examinations and the following February examinations, a candidate sitting in November would be considered when the next February examination results were produced—probably in the following June or July—a wait of 7–8 months. One of the primary objects of the course is to ensure the early promotion of those chosen for it and we have no hesitation in *recommending* that a November to February cycle of examinations should be used as the basis for the selection. This would mean that selection could take place during the latter part of July and the beginning of August and it should be possible for the students selected to join their course in September. This will only involve minor alteration of the present organisation.

Numbers of attempts

14. Although it would fall to the selection authority to decide points of policy that will arise in the detailed working of the arrangements, we have thought it desirable to consider some of the major matters that are likely to assume some importance if the method of selection that we have recommended is put into practice. We should have preferred not to restrict the number of attempts by a candidate to gain a place on the course, but it was pointed out to us that the Examinations Board had already found it necessary to prevent candidates from sitting successive examinations and we were informed that the Civil Service Commission, who are the present centralised examination agency, have considerable difficulty in dealing with the large numbers of candidates who sit the examinations. We consider that a man who did not secure a place on the course in three attempts would be unlikely to succeed in further attempts. To restrict attempts to three would not affect the level of the entry to the course and would not be unfair to individual candidates. *We recommend*, therefore, that the first occasion upon which a candidate passes the promotion examination in police subjects for promotion from constable to sergeant should count as his first chance to be considered for the new course, whether he has put his name forward for consideration for a place on it or not. Unsuccessful attempts to reach the qualifying standard in the examination would not count against

the three permitted attempts, but after the first successful attempt each sitting of the examination would so count whether it was passed or not. Officers who have already passed the examination before these arrangements come into force would, like everyone else, have three chances to compete for the new courses, if they wish to do so.

Second and third attempts in November

15. We have noted the disproportionate number of candidates who ordinarily sit the centralised examinations in February as compared with November each year and have been informed by the Civil Service Commission that the February examinations occur at a time when their resources are heavily taxed by a seasonal increase in other work. Extra work thrown upon the Commission at this time of the year might increase their present difficulties in producing the results within a reasonable time. We accordingly *further recommend* that candidates making a second or third attempt to gain admission to the special course should be considered only if they sit the November examinations. A candidate would, of course, remain free to make his first attempt at either the February or the November examination.

Deferments

16. From time to time an officer who is offered a place on the course may for good reasons be unable, or would be able only with some difficulty, to take up the place in the next course. We hope that it would be possible to make arrangements for him to attend a later course without thereby depriving some other officer of a place. We think that the numbers involved would be very small and are content to leave such cases to be dealt with by the selection authority as they arise in consultation with the College authorities. *We recommend* accordingly.

Number of students

17. We have considered the total numbers of students to be admitted to the course. There are particular difficulties over the first course which will be eased from the second course onwards, but even then it would not be practical to suggest accommodating at the College a larger course than 50-60. A fear has been expressed that numbers of even 50-60 might materially worsen promotion prospects for other officers. We do not think this would be so. During the years 1955-59 there were each year in England and Wales approximately 1,300 promotions to sergeant, 600 promotions to inspector and 150 promotions to superintendent. An annual output from the course of 50-60 could have no significant effect on immediate promotion prospects and promotion thereafter will depend on proven merit and not on passing the course. Even in the higher ranks, however, officers who had passed the junior course would represent a minority of those available to fill vacancies and their proportion would in practice be still further reduced by inevitable wastage. Although we have not found any grounds for recommending a change in the Police Council's assumption that the total numbers should be 50-60, it is possible that the College authorities may wish to suggest a reduction in order to meet accommodation difficulties. We would not see objection to a small reduction in the total numbers on the course, it being understood that it should be regarded as open to amendment as experience of the working of the course was gained, but we regard it as important that the numbers should not be reduced to such an extent that it would cease to be an incentive to able young constables within the service or an attraction to join to able

young men outside it, and we hope that 50 will be accepted as a minimum. *We recommend*, therefore, that the total number of students on the course should be 50-60 subject to whatever views may be expressed by the College authorities. (As regards the first course, see paragraph 27 below.)

Metropolitan police

18. In order to meet the special circumstances of the Metropolitan police a proportion of promotions each year to the ranks of sergeant and station sergeant in the uniform branch are made upon the results obtained in a force competitive examination in police subjects which replaces the centralised qualifying examination taken by officers in all other forces in England and Wales. A Metropolitan officer who gains a sufficiently high place may in this way win promotion for himself to sergeant at the earliest possible date permitted by the Police (Promotion) Regulations, i.e., immediately upon completion of 5 years' service. If such an officer takes his next examination at the earliest possible date he may become station sergeant with less than 7 years' total service. Thereafter, promotion is by selection. It will be seen that the Metropolitan police practice already provides a channel of speedy promotion to sergeant, but we regard it as important from the point of view of the service as a whole that the Metropolitan police should participate in the new arrangements. If the course achieves its purpose the most important benefit that will be derived from it will not be the annual promotion of a small number of sergeants a few years earlier than they could have otherwise reasonably have expected but the regular supply of officers of proved merit now fitted to make the best of the opportunities before them to develop their potentialities and the knowledge that they will have gained at the College, and ultimately to make important contributions to the service. This second object will be much harder to obtain unless the Metropolitan police play their full part in the course.

19. It would be for the officer himself, in whatever force he is serving, to decide whether he wished to be considered for the course. We consider that the selection of the Metropolitan police candidates should be made on as nearly as possible the same lines as apply for the rest of the country. On account, however, of the differences between the Metropolitan police examination arrangements and those for the centralized qualifying examinations some special arrangements will have to be made. *We recommend*, therefore, that a notional proportion of the places on the course should be set aside to the account of the Metropolitan police, and that the students to fill these places should be selected by the Commissioner from amongst the candidates for the Metropolitan competitive examination in police subjects for promotion to sergeant who ask to be considered for a place. We understand that the Commissioner would be prepared, in line with the recommendation made in paragraph 9, to take up half the notional allocation from those candidates who occupied the top places in the examination and that he would be anxious to submit twice the balance remaining from the allocation for competition with their provincial colleagues in the extended interview selection process. We do not feel, however, that it is necessary to be precise on this matter provided that the selection authority's agreement is obtained to the Commissioner's proposals. Nor do we consider it necessary to recommend the exact proportion of Metropolitan police places on the course. We think that this should be a matter for the selection authority's decision, after discussion with the Commissioner and the College authorities and may need to be varied from time to time, although we would expect the proportion usually to be similar to that of Metropolitan police places on the "A" course at the College. Members of the Metropolitan police will no doubt

wish to be given the chance to attend the course. If a Metropolitan police officer did not wish to enter for the course he need not do so—only those who applied for admission would be considered. The difficulty remains, however, that a Metropolitan police officer who attended the course would be at a disadvantage, when compared with colleagues who sat the same competitive examination to sergeant, when it came to sitting the first available competitive examination to station sergeant, because of the time spent away at the Police College. We understand that the Commissioner of Police for the Metropolis feels that the Metropolitan police arrangements can be adjusted to minimise this disadvantage without worsening the existing promotion opportunities, and accordingly *recommend* that places on the special course should be made available to the Metropolitan police. (References later in this report to the Metropolitan police are made on the assumption that it will be possible to make satisfactory arrangements.)

Participation by police services outside England and Wales

20. It has been informally represented to us that the Scottish police service, and possibly other police services outside England and Wales without the facilities to run a similar course, might wish to participate. We consider that it is important that the course, which will be comparatively small in size and intensive in character, and is intended to act as a forcing ground for future leaders of the service in England and Wales, should be composed as much as possible of officers with a common service background and should therefore ordinarily be restricted to men from regular forces in England and Wales, but that a discretion should be given to the selection authority, after consultation with the College authorities, to set aside in particular courses a small number of places for officers from other forces if they considered that good grounds for doing so had been shown. *We recommend* accordingly. It would be for the authority to decide in each case whether the selection of candidates from an "outside" service or force should be done by its own authorities or under the aegis of the authority. In the case of the Scottish police we regard the close connection that exists between the two services as sufficient ground, should the Scottish authorities so request, for making a small number of places available yearly, the candidates to be selected by whatever method seemed appropriate to the Scottish authorities.

Women students

21. Women have played a useful part as members of the existing College courses, and we have considered whether women should be admitted to the special course. It is an important element of the scheme that the opportunity to compete should be open to all, but one of the main purposes of the course is to provide an additional channel of accelerated promotion to sergeant, and for women police there is at the moment no difficulty in obtaining appointments in the rank of sergeant for qualified officers. Moreover, the course will be designed also to provide training which may be expected to improve the fitness of those who make the best use of their time on it to rise to the senior ranks in the service. Few of these are normally held by women. The course will be a hard one physically as well as mentally and it may be difficult to adjust it to accommodate women as well as men, particularly in its opening stages when it will be to a large extent experimental, and in any event suitably qualified women find no difficulty in securing places on the 'A' course. These are not necessarily conclusive arguments against participation by women officers, but we consider that they are sound reasons for starting this course on an all-male basis. Accordingly, *we recommend* that women should not be admitted to the first courses, but

that this recommendation should be reviewed after the course has been in operation long enough to become an established part of the College.

Rank during the course

22. Officers selected for admission to the course will, by the time they attend, or in the course of their attendance, become qualified for promotion to sergeant. Metropolitan police officers would normally already have been promoted to sergeant upon the results of the competitive examination. In the case of provincial police officers, who are likely to be men who have already gained good reports for themselves within their own forces, there is also a possibility that they will have been promoted before they attend the course or will be promoted while on it, although this is likely to be the exception. We think it undesirable that students should be wearing different badges of rank in a long intensive course of the sort that is envisaged. The alternatives appear to be to refuse to admit sergeants to the course; to require sergeants to take down their stripes while at the College, although still continuing to give them their new rate of pay; to arrange for all students to be promoted substantive sergeant at the beginning or subject to successful completion of part of it; or to make up all students who are not sergeants to temporary sergeant. The first alternative seems contrary to the primary object of giving special training to those who are worthy of speedy promotion to sergeant and might make Metropolitan police participation impossible, while the second would be unfair to the officers concerned. It would be undesirable to give students on the course special flashes such as officer cadets in the armed forces wear. The third alternative would have the attraction of placing all the students on the same level, and they would still be on probation. But the view of the majority of the Committee is that automatic substantive promotion should be conditional upon successful completion of the course. The fourth alternative of temporary promotion to sergeant seems equitable and would enable the students to mix more easily with students on other courses. *We recommend*, therefore, that temporary rank of sergeant should be given to students who are not in the rank of sergeant while they are on the course and that this should be supernumerary to establishment if the force authorities so desire. This would not prevent the force authorities promoting a student substantive sergeant while he was on the course, although the temporary rank would be lost if a student returned to his force before completing the course. We consider that this arrangement should be effected by administrative action between the Home Office and promotion authorities. Like other aspects of the scheme the recommendations we make for temporary promotion will be subject to review in the light of experience.

Tests during the course

23. It is envisaged in the White Paper that students on the junior course will have to pass tests during it and an examination at the end of it. We understand that the College authorities are considering this matter in the light of their proposals for a syllabus for the course and we have therefore confined our own consideration to general principles. *We agree* with the conception of this course as a testing one on which officers who do not make satisfactory progress should be returned to their force. We believe that it follows from this that periodic reviews ought to be made during the course, and we should expect the reviews to include tests based on the academic studies undertaken as well as assessments of a student's development generally as a potential future leader in the service. *We are content* to leave it to the College authorities to decide the form and frequency that such reviews should take.

Voluntary returns to forces

24. Some students may wish to return to their own forces without completing the course. The course will be a severe and testing one extending over a long period and it will be no disgrace to a man not to complete it. The arrangements should enable this to be done, and in a proper case, e.g. domestic reasons, should enable the return to be regarded as a case of deferment and a place found on a later course on the lines suggested in paragraph 16 above for a man who is offered a place on the course but for good reasons cannot take it up immediately. *We recommend* accordingly.

Assessment at end of course

25. We regard it as primarily a matter for the College authorities to decide what form the final review and assessment of each candidate should take, but cases may arise from time to time when students who have made sufficiently satisfactory progress throughout the course will perform disappointingly at the final review. This may be particularly the case if the final review is linked with an examination covering the whole of the course. If a candidate fails to pass the course no certificate should be granted to him; on the other hand, the College authorities may wish to consider whether to provide for students who do particularly well during the course to be given a "pass with distinction". Automatic promotion to sergeant should, in our view, however, be given only to the students who successfully complete the course and we accordingly *recommend* that in order to be promoted sergeant as an automatic consequence of the course a student must be certified by the College authorities as having passed the course. We agree that this promotion should be supernumerary to establishment if there are no vacancies in the rank of sergeant at the time in a student's force. When the next vacancy does arise it will be regarded as filled by the automatic promotion of the successful College student, but this rule should be relaxed if there are special reasons to the contrary (e.g. the vacancy which arises is a specialist one) and the Secretary of State approves the continuation for the time being of a supernumerary post. For officers who complete the course but do not win a College certificate it may be regarded as a set-back in their careers if they do not continue in the rank that they have held during the course, and we would emphasize that failure to pass the test successfully at the end of the course will not necessarily mean that the officer concerned is not fitted to perform the duties of sergeant satisfactorily. Winning a place on and completing the course will itself be an achievement of some merit. *We recommend* that in such a case (where the student is not already a substantive sergeant), a student's promotion authority should not regard themselves as bound to reduce the officer to constable. If in these circumstances he is promoted substantive sergeant the post would be supernumerary to establishment if necessary. Such promotions should count against the next arising vacancies on the same terms as we have proposed above for automatic promotions. In both cases of substantive promotion the promotion would be on probation for one year as required by Regulation 9 of the Police Regulations 1952-61.

Method of securing promotion

26. If our recommendations above are accepted, it will follow that provision will need to be made for temporary promotion to sergeant for students on the course, for automatic promotion to the substantive rank of sergeant for students awarded a College certificate, and for promotion to the temporary or substantive rank of sergeant at the discretion of the force authorities for students who complete the course but are

not awarded a certificate, and in all cases for these promotions to be supernumerary to establishment where necessary. We have considered how this should be achieved. We are satisfied that the good will in the service is such that effect could be given to these proposals by administrative action between the Home Office, police authorities and Chief Constables, but we consider that much of the force of the appeal of the course to outstanding young constables within the service and potential high-calibre recruits outside it will be lost unless it is manifestly clear that at least promotion to sergeant for officers obtaining a College certificate will follow automatically and as of right. We therefore *recommend* that the Police Regulations 1952-61 should be amended to provide for automatic promotion to sergeant for members of the course who obtain a College certificate. We do not consider that the arguments which have led us to recommend that automatic promotion for successful students should be laid down in the Police Regulations apply with equal force in the cases of temporary promotion during the course or temporary or substantive promotion for students who complete the course but do not obtain a certificate, and *we recommend* that our proposals for these cases should be implemented by administrative action. These recommendations, like those in paragraph 22 above, should be reviewed in the light of experience.

Arrangements for first course

27. We believe that if progress can be made sufficiently quickly by the College authorities in preparing a syllabus and making arrangements necessary to implement it, it would be possible to commence the first course next year, and *we recommend* that the effort should be made to do so. We consider that it would be unfair, however, to use the November, 1961, examination results as a basis for selection because at the time officers sat this examination all that was required was for them to pass a qualifying mark and they had been given no warning that a competitive element might be introduced. If selection is based on the February, 1962, examination (January, 1962, for the Metropolitan police) we consider that a public announcement ought to be made at the earliest possible moment so that officers who have entered for the examination intending merely to qualify may be given a chance either to intensify their preparation for it or to withdraw from it in order to make a serious effort at a later examination to win a place on the course. We consider that if the course is selected from an incomplete examination cycle in this way its numbers should be reduced proportionately to avoid excessive unevenness of standards. We consider that on general grounds also it is desirable that the first course which must inevitably be in the nature of a pilot course, should be comparatively small and as homogeneous as possible in character. *We recommend*, therefore, that it should be smaller in size than the average size of 50-60 students that we recommend at paragraph 17 above and that it should not include students from forces outside England and Wales. We are content to leave it to the selection authority to determine the exact size of the first course, but we feel that planning might proceed on the basis of 30-40, including the Metropolitan police.

28. It will be for the selection authority and College authorities to decide the date for the commencement of the course and this may determine to some extent the date of commencement of succeeding courses, but in view of the unsettling effect of a long waiting period, which in any case militates against the primary purpose of the course of providing accelerated promotion, we hope that it will be found possible to arrange for the course to begin regularly in September. If this date is met it will be necessary

to complete the selection of students by the end of July, or beginning of August at the latest, and for the results of the promotion examinations to be to hand during June. We are aware that this will place a heavy burden upon the Civil Service Commission (whose experts have given us the most valuable advice on methods of selection) and we wish to express our gratitude to them for their willingness to help us in this very important matter. We consider that all possible assistance should be given to the Commission in assisting them to keep to this timetable ; in particular there should be sufficient police officers appointed markers of the police subjects papers to ensure that they are marked in good time.

29. In conclusion, we wish to express our appreciation of the assistance given to the Committee by its secretary, Mr. P. L. Taylor, who has been untiring in seeking out relevant information and has made an important contribution to the speedy completion of the first part of our inquiry.

Summary of recommendations

30. (i) It should be a matter entirely for an officer's own choice whether his name is put forward for consideration for a place on the special course at the College. (Paragraphs 3 and 18.)

(ii) Candidates for selection should have passed the qualifying promotion examination in educational subjects at the lower level before their applications are considered, but the marks obtained should not form part of a mark used for final selection. (Paragraph 4.)

(iii) In the first instance approximately half of those selected centrally for the course should be accepted solely on the marks obtained in the qualifying examination in police subjects for promotion from constable to sergeant, subject to endorsement by their Chief Constables. The remainder should be selected, from amongst those next on the list and any in the first group who had not been endorsed by their Chief Constables, on the basis of tests of the extended interview type, and subject to scrutiny of the results by a final selection board. (Paragraph 9.)

(iv) A selection authority should be made responsible for the supervision and control of the selection arrangements and for deciding administrative questions. The Police Examinations Board is recommended. (Paragraphs 12, 15, 19, 20 and 24.)

(v) The selection authority should have a discretion to vary the proportions of the students admitted by either method when exact parity is impossible owing to a number of candidates obtaining the same examination marks. (Paragraph 9.)

(vi) The selecting staff appointed for the extended interview tests should be in teams of three people. The chairman of each team should be a senior serving officer, one other member should come from within the service and be of senior rank, and the third member should be an independent person from outside the service. If more than one team are found to be necessary, a director should be appointed to co-ordinate their work. The director should be a senior police officer who might be assisted by an assessor from outside the service if the selection authority considered this desirable. The importance of choosing selecting staff for their suitability for conducting tests of this nature rather than on account of their rank is emphasized. (Paragraph 10.)

(vii) The report of a sub-committee set up to consider the qualities to be regarded as desirable in candidates appearing for extended interview,

as set out in the Appendix to this report, should be made available to the selection authority. (Paragraph 10.)

(viii) The final selection board should be representative of all ranks in the service, and under the chairmanship of one of H.M. Inspectors of Constabulary. (Paragraph 11.)

(ix) The selection authority should have a discretion to defer places in suitable cases, after consultation with the College authorities, so long as other officers are not thereby deprived of places. (Paragraph 16.)

(x) Selection should be based on a November to February cycle of examinations. (Paragraph 13.)

(xi) A candidate's first chance for admission to the course should be on the first occasion on which he passes the qualifying examination for promotion from constable to sergeant in police subjects. He should have two chances only thereafter. Unsuccessful attempts before the occasion of first passing the examination should not count, but each occasion upon which the examination was sat thereafter should count. Officers who have already passed the examination before these arrangements come into force would have three chances. (Paragraph 14.)

(xii) A candidate should be free to make his first attempt at either the November or the February examination, but for his second and third attempts he should be considered for selection only if he takes them in the November examination. (Paragraph 15.)

(xiii) The total number of students on the course should be 50-60 subject to whatever views may be expressed by the Police College authorities as a result of their present deliberations upon other aspects of the course. (Paragraph 17.)

(xiv) A proportion of the places on the course should be made available to the Metropolitan police. (Paragraph 19.)

(xv) The selection authority, after discussing with the Commissioner of Police of the Metropolis and the College authorities, should decide the number of places to be allotted to the Metropolitan police. The Commissioner of Police should select the Metropolitan police students for the places allotted, subject to the selection authority agreeing the methods of selection to be used by the Commissioner. (Paragraph 19.)

(xvi) The course should ordinarily be restricted to officers from regular police forces in England and Wales only, but the selection authority should have a discretion, after consultation with the College authorities, to set aside a small number of places for officers from other forces if good grounds are shown. (Paragraph 20.)

(xvii) The course should commence on an all-male basis but the question of the participation of a small number of policewomen additional to the men's intake should be considered after the course has been in operation long enough to become an established part of the College. (Paragraph 21.)

(xviii) Students on the course who are not in the rank of sergeant should be given temporary rank as such by their promotion authorities. The temporary rank should be lost if a student returns to his force without completing the course. (Paragraph 22.)

(xix) Temporary promotion during the continuance of attendance at the course should be arranged by administrative action between promotion authorities and the Home Office and should be supernumerary to establishment if the promotion authorities so desire. (Paragraphs 22 and 26.)

(xx) There should be review of all aspects of the progress of all students by the College authorities at regular intervals during the course and as a

result of such reviews the College authorities should be able to require students to be returned to their forces if they have not made satisfactory progress. It should be for the College authorities to decide the form and frequency of such reviews. (Paragraph 23.)

(xxi) There should be provision for a student who is making satisfactory progress but who wishes to retire temporarily from the course to do so, if the College authorities and his Chief Constable agree, and to rejoin a subsequent course if the selection authority, having consulted the College authorities, agree, and if this can be done without thereby depriving some other officer of a place. (Paragraph 24.)

(xxii) Automatic promotion should be conditional upon the College authorities certifying successful completion of the course. This should be provided for by Regulation. (Paragraphs 25 and 26.)

(xxiii) The promotion authority of a student who completes the course but does not attain a College certificate should have a discretion (if the student is not already a substantive sergeant) either to continue him in the rank of temporary sergeant or promote him substantive sergeant. This should be provided for by administrative action between the Home Office and the promotion authority. (Paragraphs 25 and 26.)

(xxiv) In the cases of promotion following completion of the course the promotions should be supernumerary to establishment if there are no vacancies in the rank of sergeant in the home forces at the time. When the next vacancy does arise it should be taken up by the supernumerary promotion. This rule should be relaxed if there are special reasons to the contrary and the Secretary of State approves. (Paragraph 25.)

(xxv) In all cases of substantive promotion following completion of the course the sergeant should be on probation for one year as required by Regulation 9 of the Police Regulations, 1961. (Paragraph 25.)

(xxvi) Efforts should be made to begin the first course in 1962 with a reduced intake selected from the examinations held in January and February that year. (Paragraphs 27 and 28.)

We have the honour to be, Sir,

Your obedient Servants,

(Signed)

K. A. L. PARKER (*Chairman*).

P. BIGGS.

S. G. CHURCH.

A. C. EVANS.

S. HAND.

S. HODGSON.

J. HOY.

W. JOHNSON.

B. G. LAMPARD-VACHELL.

D. A. C. MORRISON.

H. R. NEATE.

J. SIMPSON.

F. T. TARRY.

C. WHITE.

R. P. WILSON.

A. E. YOUNG.

P. L. TAYLOR (*Secretary*).

D. J. TREVELYAN,

Home Office,

Whitehall, S.W.1.

19th December, 1961.

Extended Interview Selection for the Constables' Course**REPORT OF THE SUB-COMMITTEE**

We were appointed by the Committee at the meeting on 5th October, 1961, to make some evaluation of the qualities required to perform successfully the duties of police officers above the rank of Sergeant so that tests could be devised to assess candidates for the constables' course. We were also to consider the question of the selection of the Selecting Staff for the extended interviews, although appointments would be made by the Police Examinations Board.

We have held one meeting which the President of the Association of Chief Police Officers attended. Sir William Johnson was prevented by sickness from attending the meeting but agrees with our conclusions.

General Assessment

We are agreed that the Selecting Staff should investigate each Candidate in order to arrive at a general assessment without giving undue weight to any particular aspect unless it clearly presented a cogent reason for unsuitability. To be selected, a candidate should possess a promising and harmonious balance of attributes which should be regarded as basic.

Qualities Required

We have attempted to enumerate on broad lines qualities required for ranks above Sergeant. There is, however, unavoidable overlapping between the various categories. We do not suggest that the list we have made is exhaustive or should be regarded as more than a general guide. We envisage that members of the Selecting Staff appointed by the Police Examination Board will in the light of our report visit other Extended Interview Selections in progress and will consider the procedure that they should then adopt. We consider this should be agreed with the Board. The list that we have prepared, however, will enable the Committee to appreciate the qualities upon which the Selecting Staff may be expected to concentrate much of their attention.

A. Intellectual and Educational

- The possession of an open and inquiring mind.
- The ability to learn and a desire to do so.
- Powers of clear expression, both oral and written.
- Potential ability rapidly to analyse complicated documents and to summarise the essentials.
- The capacity for detached judgment.
- The possession of practical intelligence—to know what is feasible—and the ability to keep the balance between principle and expediency.

B. Personality and Personal Relationships

- To be interested in people as people and to possess tolerance and kindness but with firmness.
- To be a "likeable" person and have a sense of humour.
- To have the capacity to assess people and to possess an insight into the reasons for behaviour.
- Potential ability to handle a wide range of people (including subordinates) and to be able to make fresh contacts.

C. *Temperament and Character*

- To have a well-balanced temperament.
- To possess drive and vitality.
- To display liveliness of interest in various directions.
- To be able to persevere under discouragement.
- To demonstrate conscientiousness and application.
- To have ambition and a liking for responsibility and organising.
- To show an adequate but not excessive degree of zeal.
- To possess ability to take decisions, especially unpleasant ones.
- Potential ability to delegate.
- Ability to disagree without antagonism, and to accept contrary decisions loyally.

D. *Capacity for Growth*

- To be a stable personality free from marked personal insecurity or preoccupation with personal problems or subject to severe swings of mood.
- To have flexibility, resourcefulness, with reserves to be drawn upon.
- To show that personal achievements have been related to the opportunities which have been experienced.

Selecting Staff

We consider that the selecting teams should consist of three members. The number of candidates will necessitate two groups of Selecting Staff operating simultaneously. We consider they should share the same building and have joint meetings when making final assessments. There should be a Director to co-ordinate their work.

We recommend that the Chairmen of the teams should be senior Police Officers, preferably not less than Assistant Chief Constable rank, but we regard it as essential that they should be selected for their personal qualities rather than on account of rank or seniority. We consider that the second members should be independent persons experienced in testing by the extended interview method. Although we appreciate that making the choice of the third members from outside the Police Service would bring a manifest impartiality and a wide range of personal experience into the proceedings, we regard it as even more important that there should be a second member in each group with first-hand experience of the Police Service and the responsibility of its higher ranks. *We recommend*, therefore, that the third members also should come from within the Service and be of senior rank. We consider that there would be great advantage in their being accustomed to assessing candidates and suggest that senior members or ex-members of the staff at the Police College, such as Directors of Studies, or other senior officers with comparable experience, should be appointed. *We recommend* that the Director should be a senior Police Officer, and preferably senior to the Chairmen of the teams. We wish to emphasize that in all cases the appointments should be made with a view primarily to appointing suitable persons for this very specialised and exacting task rather than as a matter of finding people of a particular rank.

It should be open to the selecting authority to appoint an independent person from outside the service to assist him. If possible, this outside person or assessor should be experienced in extended interview procedures.

Final Selection Board

We have also considered the constitution of the Board which would be responsible for making the final decisions following the recommendations of the Selection Staff. This involves many considerations, one of the most important being that the Board should be acceptable to the Service as a whole. We accordingly *recommend* that the Board should consist of representatives of all ranks of the Service and be chaired by one of H.M. Inspectors of Constabulary.

W. JOHNSON.
K. A. G. MURRAY.
C. WHITE.
A. YOUNG.

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